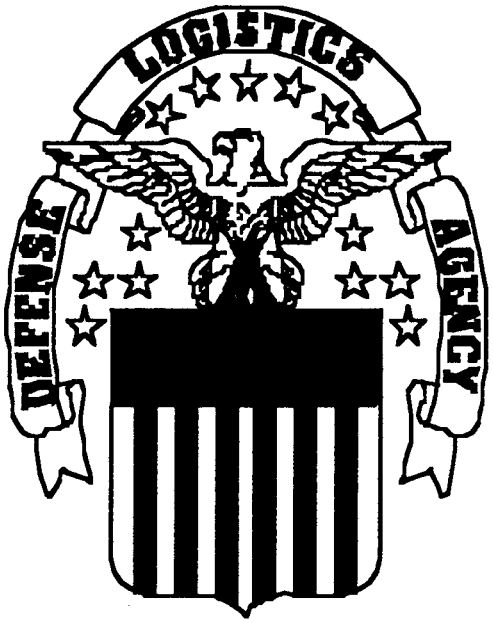
Early CAS Teaming



For Acquisition Success

Foreword

This guidebook was developed in response to a tasking from Dr. Paul Kaminski, Under Secretary of Defense (Acquisition and Technology), to share Early Contract Administration Services or "Early CAS" teaming lessons learned with program managers, Procuring Contracting Officers (PCOs), and other acquisition professionals--lessons that demonstrate DCMC's ability to save its customers' time, money, and effort, while improving their acquisition quality.

Early CAS engages DCMC acquisition professionals in Integrated Product Teaming with customers prior to contract award. Through such teaming, DCMC has provided timely, cost-effective insights in the areas of RFP development, contract structuring, contractor capabilities and past performance. DCMC also possesses a wealth of acquisition strategy and contracting lessons learned which it can bring to the table during acquisition planning. Early CAS provides these insights when they count most: prior to award, before the crucial decisions have been made, and when costly mistakes can still be avoided.

Through a combination of summary narrative and case study treatment, this guide distills lessons learned from our Early CAS experience for application to your acquisition programs. Most importantly, it describes how to put DCMC's team of Early CAS professionals to work for you.

ROBERT W. DREWES
Major General, USAF
Commander, Defense Contract Management Command

"Our conclusion is that significant benefits maybe gained from greater participation of contract administration personnel during the pre-contractual stages of the acquisition process. Accordingly the PAT recommends that DoD establish contract administration support during the pre-contractual acquisition phase as a basic mission necessity. "

-Report of OSD-sponsored Contract Administration Services Reform Process Action Team

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For Acquisition Success

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What is Early CAS?

BACKGROUND

The Defense Contract Management Command provides worldwide Contract Administration Services (CAS) to its customers. Traditionally, DCMC has focused these services on post-contract award contract administration. CAS involvement prior to contract award was limited primarily to pre-award surveys, field pricing requests and technical support to negotiations.

In May 1994 DCMC took a major step towards maximizing its value-added early in the acquisition process. It initiated a new line of customer services collectively referred to as Early Contract Administration Services, or Early CAS. Early CAS greatly expands DCMC's menu of preaward customer support services beyond traditional bounds and institutionalizes those services as core mission areas. This guidebook describes these innovative services and chronicles many of the lessons learned they have generated to date.

DESCRIPTION

Early CAS represents a fundamental DCMC shift from problem identification and resolution to problem prevention. It is an essential component of DCMC's efforts to reinvent contract administration.

DCMC, with its experienced on-site acquisition professionals, and pre- and post-award contract administration perspective, is capable of providing customers with unique and valuable insight. This insight is useful in identifying performance risk at prospective contractors and constructing more effective Requests for Proposals (RFPs), and more executable, administrable, and less costly contracts.

DCMC Early CAS expertise has been applied to many different early acquisition activities. These include, but are not limited to: developing acquisition strategy, performing market analysis, writing /reviewing draft RFPs, participating on and leading source selection evaluation board and performance risk assessment teams, providing negotiation support, and writing contract language. It must be noted, however, that DCMC's Early CAS Involvement initiative is still evolving, and we welcome the opportunity to explore additional areas for customer pre-award support.

Why Early CAS?

Because DCMC has:

✓ Intimate knowledge of the capabilities and past performance of prospective contractors (knowledge that comes from living with the contractor on a daily basis);

✓ Generic, transferable knowledge of contractors' management and technical systems and processes (e.g. software development, quality, overhead, subcontractor management, manufacturing and production, etc.), and the ability to assess those systems and processes;

✓ A wide range of functional expertise in all areas of contract administration, including core contract administration, cost/price analysis, cost/schedule surveillance, financial, engineering, software, manufacturing, quality, property management, flight safety, and environmental engineering;

✓ Expertise within various industry sectors and with specific products and technologies;

✓ The ability to facilitate "cross-pollination" of good acquisition and contracting ideas that have worked, and help prevent the repetition of mistakes. This perspective is gained through continuing involvement with multiple acquisitions, crossing program office, buying activity, and Service boundaries.

BENEFITS

While Early CAS is still in its infancy, and many of its potential benefits are long term and not currently measurable (e.g. improved quality, life cycle cost, schedule and technical performance; fewer contract administration problems, etc.), DCMC's customers have already derived substantial benefits. In some instances, these have included **negotiated savings as high as 18 percent, represented in Case Study 4, the T-700 engine procurement. Another benefit has been substantial (up to 66 percent) reduction in procurement cycle times, represented in Case Studies 4, 5 and 6, the T-700 Engine Procurement,**

Light Airborne Multipurpose System (LAMPS) APHA Contracting and Joint Standoff Weapon System (JSOW) ALPHA Contracting Case Studies, respectively. Case Study 1, 2, and 3, the Joint Direct Attack Muition (JDAM), Defense Nuclear Agency Supercontainer, and Improved Interferometer studies, demonstrate DCMC's ability to provide increased insight into prospective contractor's strengths and weaknesses.

INSTITUTIONALIZATION WITHIN DOD ACQUISITION

DCMC is working to institutionalize Early CAS within DoD acquisition. Both the OSD CAS Reform and the Procurement Reform PATs recommended the Services increase use of Early CAS. The CAS Reform PAT's final report, approved by Dr. Kaminski, Undersecretary of Defense (Acquisition and Technology) in March 1995, recommended that action be taken to institutionalize Early CAS within DoD acquisition. Actions taken so far include development of DFARS amendments to incorporate as a core contract administration mission the responsibility for providing support early in the acquisition process, and to encourage inclusion of contract administration organizations in service acquisition planning. The CAS Reform PAT also recommended development of this Lessons Learned Guidebook, as well as establishment of a Service/DCMC personnel exchange program, and familiarization training for DCMC personnel. DCMC is working with the Services and OSD to accomplish the above and facilitate DCMC's participation in service acquisition planning.

"DCMC unequivocally helped the U.S. Army Aviation and Troop Command at the negotiating table... utilizing the knowledge which can only come from living with the contractor's operations on a day-to-day basis."--- Maj. Gen. John S. Cowings, USA
Commander, U.S. Army Aviation
and Troop Command

"DCMC was the backbone of our Alpha Contracting team...Their day-to-day experience with the contractor afforded the invaluable insight that made the difference. Their outstanding technical analysis dramatically simplified the negotiation process. DCMC clearly understood all the processes involved and knew the product we wanted. The result...better work, reduced cycle time and fewer people to accomplish the task." *—Steven Carberry, Executive Director for Contracts, Naval Air Systems Command*

Services and Support

EARLY CAS TEAMING IN THE EARLIEST STAGES OF ACQUISITION

Early CAS support begins very early in acquisition. DCMC's earliest involvement has included support of acquisition strategy and planning for several Air Force programs, performance of industrial capabilities assessment and market analyses, and participation in RFP development.

Acquisition Planning

The CAS Reform PAT Report recommended increased contract administration involvement in the Services' acquisition planning processes and included several implementing tasks. Two of these taskings invoked the Component Acquisition Executives (CAEs) to "...share advance planning information between buying activities, program offices, and DCMC and ensure that buying activities give consideration to the DCMC liaison officer as a member of their procurement planning committees and provide access to the acquisition planning processs."

As a result of CAS Reform PAT Report taskings, Gilbert Decker, Assistant Secretary of the Army (Research, Development and Acquisition) directed Army heads of contracting agencies and Program Executive Officers to develop plans to involve DCMC in their acquisition planning.

Prior to the CAS PAT's recommendations, the Air Force had already invited DCMC participation in its Integrated Acquisition Strategy Process (IASP) for several programs, including the Non-Developmental Airlift Alternative, C-130J, and Evolved Expendable Launch Vehicle (EELV). This support involved both DCMC senior and mid-level management and field activity participation in Air Force acquisition management reviews and RFP development efforts.

Today DCMC is a member of the Air Force's standing Acquisition Strategy Panels. Implementing one of the Air Force's key acquisition initiatives, these standing panels of senior acquisition experts provide consistent counsel to program managers early in the development of their acquisition strategy.

DCMC participation provides an opportunity to share lessons learned

Early CAS support: a summary

DCMC has provided Early CAS support to all of the Services and a number of federal agaencies. It has participated in a wide range of precontractual support actions, including:

- Support of its customers' acquisition strategy and planning processes;
- Development and review of draft Requests for Proposal;
- Industrial capability assessment and market analyses;
- Support of numerous source selections, providing technical, management, and cost analysis of contractors' proposals; leading and/or participating on Performance Risk Assessment Group Teams in a number of functional areas;
- Both large and small dollar value competitive and sole source procurements;
- Demonstration and Validation, Engineering and Manufacturing Development and Production contracts;
- Service contracts, as well as weapon system, Management Information System, and test equipment buys;
- New starts as well as mods/upgrades to existing systems;
- All Acquisition Category Levels, as well as non-ACAT and spare parts procurements.

from its pre- and post-award contract administration experience.

Industrial Capabilities Assessment

Assessing industrial capabilities has become an important product area for DCMC. Although industrial base issues have always been a part of CAS, continually assessing the impact of the federal budget on industrial capabilities has received increased visibility throughout DoD. DCMC provides numerous industrial, financial, and technological capabilities assessments for a broad range of acquisition and logistics decision makers.

These assessments are used at various points during the acquisition cycle, and respond to the following, and other, commonly asked questions:

- ◆ Will key, unique skills, facilities and equipment, processes and technologies be available when needed?
- ◆ What is the cost to ensure these capabilities remain viable?
- ◆ What are the costs and benefits of possible DoD special actions?
- ◆ Will the financial tradeoffs be affordable?
- ◆ What is the impact of transitioning to commercial off-the-shelf products and practices?

In response to these and other concerns, DCMC's Industrial Analysis Support Office (IASO) provides various products which include:

- ✓ Contractor Capabilities Risk Assessments;
- ✓ Acquisition Strategy Risk Assessments;
- ✓ Technology Risk Assessments;
- ✓ Mergers, Acquisitions and Foreign Investment Impact Assessments;
- ✓ Wargaming Support;
- ✓ Contractor Financial and Economic Viability Analyses.

DCMC is able to provide an unparalleled range of in-depth assessments through the joint efforts of IASO's analytical capabilities and the field network of functional specialists located throughout the United States and abroad. Personnel resident on-site and in close proximity to contractor facilities are knowledgeable of industrial capabilities and are well positioned to provide IASO with a variety of industrial capability, financial, and economic information.

DCMC's industrial capability services have been utilized by approximately 70 customers within the office of the Secretary of Defense, the Secretariats and Program Management offices within the military services, major buying commands and other defense and non-defense agencies.

Market Analyses

Another new support area for DCMC is market analysis. DCMC has the capability to perform various types of market analyses, including (but not limited to) determining sources of commercial and non-developmental items (NDI) and developing Rough Order of Magnitude (ROM) pricing estimates. In one such support action, a DCMC cost/price analyst determined ROM pricing as a part of early planning for the Marine Corps' new Predator weapon system. This effort, which would have normally been contracted out at significant cost, was well received by the program office.

Acquisition Strategy support

DCMC's experience crosses program office, buying command, and Service boundaries. This provides the potential for DCMC to facilitate cross pollination of good acquisition/contracting ideas that have worked, and provides a heads-upon mistakes that are to be avoided. This capability takes on heightened significance as DCMC gains increasing experience in supporting programs operating in the new acquisition reform environment.

#Provides DCMC with over-the-horizon information on which to base its resource planning, promoting better customer support.

✓ Allows DCMC's pre- and post-award support capabilities to be integrated into program acquisition planning (such as source selection support capabilities, post-award Program Support and Integrated Product Teaming capabilities).

✓ Provides the Contract Administration Organization with early insight into program priorities and risk areas. This allows them to do a better job of focusing both preaward and post-award support.

*Early **CAS isn't just for weapon** systems procurements—it applies to spares procurement too!*

See Case Studies, Pages 11 and 12

DCMC Early CAS support to competitive procurements

✓ Serving on a Source Selection Advisory Council;
✓ Chairing and serving on Source Selection Evaluation Boards and Cost Committees;
✓ Providing past performance assessments of contractors, as well as cost/price analyses, and small business evaluations of contractors' proposals;
✓ Providing technical evaluations of contractors' proposals in areas of design engineering, production, software development, software cost estimating, and software quality assurance.
✓ Leading and supporting Performance Risk Assessment Group (PRAG) Teams. Areas supported have included software development and managing for affordability, specifically dealing with process management and controls, overhead management, supply/subcontractor management, and design management;
✓ Leading and participating on Software Capability Evaluation (SCE) Teams supporting Source Selection. DCMC has a growing cadre of personnel trained in SCE by the Software Engineering Institute (SEI), including several personnel who have completed the one year resident SEI Affiliate Program;
✓ Performing multiple uniform Preaward Surveys of prospective contractors and providing comparative analyses to support source selection. This is a valuable tool in support of small competitive procurements which may not merit a full-blown Performance Risk Assessment Group (PRAG) approach;
✓ Providing negotiation support.

RFP Development and Contract Structuring

DCMC has teamed with customers to both coauthor and review numerous draft RFPs.

DCMC has full time membership on the Air Force's Centralized RFP Support Team. This team was established by the Principal Deputy Assistant Secretary of the Air Force (Acquisition) to institutionalize Acquisition Reform. Infusing cultural change through each Product and Logistics Center it visits, the team scrubs all RFPs, contract options and contract modifications over $10 million. DCMC is also participating full time on the Navy's RFP Review team. The team was established by the Assistant Secretary of the Navy (Research, Development & Acquisition) to promote acquisition reform. The team identifies and disseminates RFP best practices Navy-wide.

DCMC reviews have focused on RFP content affecting contract administration, execution, and enforceability. For example, DCMC contract specialists have teamed with DCAA representatives to review the CLIN and payment structure of a draft solicitation for issues that may adversely affect payment. In some cases DCMC personnel have teamed with customers to make performance-based documents required by acquisition reforminstead of MIL-STD/MIL-SPEC based.

Another common benefit of DCMC RFP review is a clarification and reduction of contractual terms and conditions and Contractor Data Requirements List (CDRL) requirements. DCMC personnel are familiar with contractors' management and technical processes, and often have experience with similar acquisitions. This provides the insight needed to streamline terms and conditions and determine which CDRL items are really needed and which ones aren't.

TEAMING IN SUPPORT OF COMPETITIVE PROCUREMENTS

DCMC personnel's longtime association and collocation with contractors worldwide has provided considerable insight into contractor capabilities and performance risk. Similarly, DCMC's process focus provides the background and skills needed to evaluate contractor processes and systems for source selection.

Tailored Support

When engaging DCMC for source selection support, each buying activity has its own ground rules. Realizing the need to conform to its customer's teaming strategy, DCMC maintains maximum flexibility when providing support. For example, in order to maintain the perception of a non-biased source selection, some customers invoke an "all or none" approach to DCMC source selection participation. That is, they either require participation of DCMC personnel from all Contract Administration Offices associated with prospective offerors, or support by DCMC personnel totally disassociated from all prospective offerors. DCMC works with the customer to support either teaming strategy.

TEAMING IN SUPPORT OF SOLE SOURCE PROCUREMENTS

Engaging in integrated teaming throughout the course of sole source acquisitions, DCMC has helped customers drastically reduce procurement cycle time (by 1/3 to 2/3) and achieve exceptional negotiated savings (10 percent to 18 percent). This integrated teaming has also resulted in reduced contractual data requirements (up to 40 percent reduction), simplified terms and conditions, and an overall enhanced working relationship between DCMC and its buying command customers.

Common Attributes of Successful Sole Source Teams

Serving as full members on service Integrated Product Teams prior to contract award, DCMC personnel have contributed to the development of RFPs, participated in fact finding and proposal evaluations, and supported negotiations. While the teaming approaches used by the T-700 Engine Integrated Should Cost Team and the LAMPS ALPHA contracting team differ in significant respects—ALPHA contracting engages the contractor in the teaming process to a much greater extent—they share many common attributes:

#Integrated teaming of the buying command, DCMC, and DCAA throughout the process, from SOW/RFP development to award.

✓ Reduction or elimination of much of the historically sequential nature of the acquisition process, engaging in more joint and/or parallel, versus serial, actions.

✓ Team use of common data collection techniques, databases and spreadsheets, and report formats, thus eliminating duplication of effort, facilitating communications, and saving time by allowing real-time use of data and inputs.

✓ Up front and visible top management support and commitment (all parties).

✓ Team members dedicated to success of the program and empowered to make it work.

✓ Early involvement by all stakeholders.

TEAMING THROUGHOUT THE CONTRACT LIFE CYCLE

The teaming doesn't end with contract award. DCMC is on-line and ready to support your acquisition throughout contract performance. DCMC is dedicated to service excellence through teaming with its customers. Prime examples of this commitment are evidenced through its Customer Liaison and Program Integration initiatives, as well as its support of Integrated Product Teams (IPTs) and Award Fee Advisory Boards.

Customer Liaisons

DCMC has a liaison assigned on-site at each major buying activity. Representing DCMC in matters related to both pre-award and post-award contract administration, the liaisons' objectives are to help solve operational problems, explain available DCMC services, and improve customer service and communications. They are the link between the customer and the contract administration offices, providing advice and assistance to customer acquisition officials. It is the customer liaisons' responsibility to educate their customers regarding DCMC's Early CAS capabilities. The liaisons also seek to identify new acquisitions which could benefit from Early CAS support. A complete listing of DCMC customer liaisons, with phone and address information, is provided in Appendix B.

Program Integration

A primary example of post-award teaming is DCMC's Program Integrator (PI) and Program Support Team (PST) concept. Under this concept, the PI serves as the DCMC single point of contact on selected program managed contracts and leads the PST in providing con-

Examples of Sole Source support

DCMC personnel collocated at contractors' plants often have on-line access to contractor's systems, and have a wealth of knowledge and expertise regarding the contractor's proposal methodology, design and manufacturing processes, accounting and reporting systems, as well as personnel and operations. These capabilities are extremely valuable for early CAS support to sole source acquisition..

Case studies on pages 10 and 11 describe specific examples of this support and the benefits accrued. These case studies describe the application of integrated preaward teaming to support:

- **Army Aviation and Troop Command's (ATCOM) T-700 engine procurement (a major sole source production effort);**
- **NAVAIR's ALPHA contracting for the Light Airborne Multipurpose System (LAMPS) Block 2 (a major sole source EMD effort);**
- **NAVAIR's ALPHA Contracting for the Joint Standoff Weapon System (JSOW) Air Force Integration Study (a small dollar value Risk Reduction Study effort). See Appendix A.**

tract performance insight to the Program Management Office (PMO).

PSTs normally include Contract Administration specialists with expertise in engineering, manufacturing, quality assurance and contract management. They assess the contractor's critical systems and processes and monitor contract execution for cost, schedule, and technical performance, as well as compliance with contractual requirements. They report on status, variance, and projections to the program office on a nearly real-time basis.

While PIs and PSTs are associated with prime contractors, Supporting Program Integrators (SPIs) and Supporting Program Support Teams (SPSTs) are often established at major subcontractors These teams are networked with the lead PI/PST and contribute to the timely and effective flow of total programmatic and technical information to the Program Management office.

Integrated Product Teams

When supporting Concurrent Engineering or Integrated Product Development programs, PIs/SPIs, and PST/SPST personnel typically participate on Integrated Product Teams for various subsystems and components. In this highly proactive role, DCMC personnel—embedded in the design process—have acted as the on-site eyes and ears of the PMO. Through daily phone contact, they have provided the PMO real-time information on design issues, tradeoffs, and cost and schedule impacts, while paying special attention to specific PMO design concerns.

Award Fee Review Boards

DCMC personnel, active in providing Program Integration and Integrated Product Team support, have been called upon to serve on Award Fee Review Boards. Intimately familiar with the contractor's capabilities and performance, they have brought a valuable perspective to the process. They have been major contributors to the flow of information on which the award fee process depends.

GETTING THE MOST OUT OF EARLY CAS SUPPORT:

What the customer can do:

There are several things the customer can do to facilitate Early CAS support and help ensure a successful support experience, including:

✓ **Get DCMC involved early.** The earlier CAS expertise joins your preaward team, the greater the opportunity for value-added insight. Getting DCMC involved early on in the process can provide substantially more benefits than bringing us on toward the end of the process.

✓ **Communicate requirements clearly and completely.** Articulate your requirements and priorities as clearly and completely as possible at the initiation of the support request. If specific skills are required (i.e. Software Capability Evaluation training, proficiency with a specific suite of software, knowledge of particular analytical techniques), make it known up front. Similarly, to the best of your ability, let prospective support personnel know when and where you' 11 require their services, and for how long. Document your requirements in writing, either formal correspondence or E-Mail. Use informal E-mail and phone communications to facilitate the support arrangements.

✓ **Provide maximum lead time. The** greater the lead time between the Early CAS request and need date, the greater the likelihood that DCMC will be able to provide highly qualified nominees responsive to your requirements. Increased lead time (one or more months) often results in a larger pool of candidates from which to choose. Also, if you are requesting a contract administration office to comment on a draft RFP, provide them sufficient time for a substantive review.

✓ **Employ DCMC personnel strategically to the maximum extent possible.** Some source selections engage DCMC support personnel on-site for strategically-placed intervals of time instead of for the entire source selection. DCMC will support either approach. However, it should be noted that the "strategic interval" approach is less disruptive to ongoing CAS workload, and tends to attract a larger pool of support candidates.

✓ **Provide candid assessments of DCMC's performance and value.** Let us know how we're doing both during and after Early CAS support. Tell us how we could have improved our support.

HOW TO REQUEST EARLY CAS SUPPORT

If you wish to obtain Early CAS support, or just want to learn more about it, contact the Customer Liaison for your buying activity (see list provided as Appendix B). If you do not have a liaison assigned to your activity, or he/she is not available, contact the Early CAS Help Center at (617) 753-4079. A DCMC representative will discuss your program needs with you and arrange the support you require.

Appendix A
Case Studies

1. JOINT DIRECT ATTACK MUNITIONS (JDAM)
ACQUISITION SCENARIO: Engineering and Manufacturing Development, Competitive, Large Dollar Value.
ORGANIZATION SUPPORTED: Air Force/Navy Joint Program office
EARLY CAS SUPPORT ORGANIZATION: Team comprised of DCMC Headquarters and field personnel
SUPPORT PROVIDED: Proposal evaluation and Performance Risk Assessment Group (PRAG) leadership and participation.
SUMMARY:

Joint Direct Attack Munitions (JDAM) is a potential $2.8 billion, ACAT I, Joint Air Force/Navy program to upgrade the existing inventory of gravity bombs with guidance control capabilities. The JDAM program is also one of the four lead Air Force acquisition reform pilot programs. Affordability was the primary source selection factor, given the significant quantity potential. This program is an outgrowth of the experiences of our pilots during Desert Storm where conditions limited their ability to employ laser-guided munitions and drop gravity bombs accurately.

The JDAM Program Director approached DCMC to support the EMD Source Selection in an extraordinary way. DCMC was called upon to provide highly skilled and experienced individuals as part of their Performance Risk Assessment Group (PRAG) that would conduct on-site evaluations of all JDAM offerors and critical subcontractors. A single team was formed to do this assessment in order to achieve a common perspective for the evaluation and to take maximum advantage of the highly experienced people who were available. DCMC committed six top-notch people drawn from throughout the command with expertise in engineering software, quality assurance, and contracting/cost containment to provide full time support involving extensive travel over several months.

DCMC supported two of the three on-site evaluation PRAG teams. One of the PRAG teams evaluated the Managing for Affordability effort. Specifically, each contractor's capabilities/plans to control overhead, subcontractor management, and overall abilities to manage the design and manufacturing processes were evaluated as the critical elements determining whether or not the JDAM program would be affordable. This team was made up entirely of DCMC personnel. DCMC also supported the software risk assessment team. Each PRAG team spent up to one and a half days in nearly two dozen facilities nationwide. Following each site visit a comprehensive assessment was completed and a detailed evaluation report issued.

At the conclusion of the source selection, Mr. Terry Little, JDAM Program Director, stated in a point paper to General Ronald Yates, Commander, Air Force Material Command, that the DCMC initiative was an "... .ENORMOUS success story—a real 'win-win' for the program and DCMC." Other points highlighted by Mr. Little in his point paper include: " **DCMC contributed great comparative insights not available from the proposals and beyond the program office's capability to evaluate... DCMC has the ability to judge the validity and risks of contractor proposal claims, assessing if they 'walk like they talk,' separating the 'brochuremanship' from what is likely to happen...Most impressive was the true customer focus that the DCMC team showed."**

2. DEFENSE NUCLEAR AGENCY SUPERCONTAINER
ACQUISITION SCENARIO: Production, Competitive, Small dollar value.
ORGANIZATION SUPPORTED: Defense Nuclear Agency
EARLY CAS SUPPORT ORGANIZATION: Team comprised of personnel from several DCMC field offices.
SUPPORT PROVIDED: Presolicitation review of foreign drawing package, and performance risk assessment in support of source selection (adapting DCMC's preaward survey methodology for use as a source selection tool).
SUMMARY:

DCMC recently supported the Defense Nuclear Agency (DNA) in its acquisition of containers to transport nuclear warheads from locations throughout the former Soviet Union to demilitarization facilities within Russia. The procurement was valued at $12-$13M. These "supercontainers" were to be manufactured from British drawing packages. DCMC International first assisted the DNA by providing a presolicitation review of the British technical data package. The purpose of this review was to report on potential problems that US companies might encounter while working to the British drawings. DCMC subsequently supported the source selection, contributing to performance risk assessment by conducting "expanded preaward surveys" at prospective prime contractor and key subcontractor locations.

Key elements of DCMC's performance risk assessment support for this acquisition included:

- A single team performed all preaward surveys at a total of 9 locations (primes, subs, both CONUS and overseas, in approximately a 2 week timeframe-in spite of an ongoing furlough).

- The PAS team consisted of a PAS manager, two industrial specialists, two quality assurance specialists, and a composite/armor expert.

- A "full up" preaward survey was performed with assessment of a wide range of contractor performance areas (e.g. manufacturing, quality, financial, etc.). However, the PAS was tailored to focus on specific high risk areas as identified by the DNA.

- The results of the PAS efforts were used to support the award decision and BAFO discussions.

The DNA contracting officer stated that his agency was very pleased with the results of DCMC's "expanded" PAS efforts and cited the "same team taking a uniform approach with all offerors" as the greatest single benefit. This uniform approach (in this case achieved by the use of a single team seeking answers to a uniform set of questions) made the PAS information valuable as a source selection tool. A secondary benefit was the ability of the dedicated team to provide PAS reports very quickly (the next day), supporting the extremely tight source selection schedule.

A Successfully Used Variation

At the time of this writing, DCMC is providing similar "expanded PAS" support to another customer in support of source selection. In this case though, multiple PAS teams (from the various contract administration offices cognizant over prospective contractors) are performing uniform "full-up" preaward surveys with special focus on manufacturing capability and capacity issues identified by the customer. Following PAS completion, program office representatives briefly visit both the contractor and the local PAS team to assure completeness and consistency of PAS approach and results. The customer has expressed its satisfaction with the results of this approach to date.

3. **IMPROVED INTERFEROMETER**
ACQUISITION SCENARIO: R&D Test Equipment, Competitive, Small Dollar Value
ORGANIZATION SUPPORTED: Army Chemical and Biological Defense Command (CBDCOM)
EARLY CAS SUPPORT ORGANIZATION DCMC's Northeast District
SUPPORT PROVIDED: Past performance and Performance risk assessment in support of source selection.
SUMMARY:

The improved interferometer program, managed by the Army's Chemical and Biological Defense Command (CBDCOM), Edgewood arsenal, Aberdeen Proving Ground, Maryland, represented a significantly different approach for DCMC's Early CAS Involvement.

In December 1994, the Program Office approached DCMC for assistance in evaluating past performance as part of its source selection. The Improved Interferometer program, however, was valued at only $600,000; DCMC could ill afford to provide the same level of support as to the $2.8 billion Joint Direct Attack Munition Program Risk Assessment (see case study number 1).

However, because of its extensive network of Contract Administration Offices, at selected contractor plants and geographically based throughout the nation, DCMC was able to provide assistance in evaluating both past and likely future performance of offerors.

DCMC's Preaward Survey was immediately identified as a potential, low-cost way to evaluate past performance for this source selection. An individual from DCMC's Northeast District (all five offerors were located within its boundaries) was selected to lead the effort. This person was tasked to work with the district's subordinate activities to conduct past performance evaluations of all five offerors, ensuring each was consistent in approach and maintaining the same high standards. The effort was a resounding success. This approach adapted currently available tools--including existing preaward surveys--to perform a quick, thorough, and accurate assessment of past performance in a manner that could be easily incorporated into the source selection process.

In addition, the DCMC lead also consulted the Services' past performance data bases--such as the Air Force Contractor Performance Assesment Report--for any additional data relevant to the evaluation. A questionnaire was also developed and all of the references provided by the offerors were interviewed regarding their past performance. At the conclusion of the evaluation, a report was issued covering all findings in the evaluation.

The entire effort was concluded in less than two weeks; it identified several significant findings to the source selection team. In particular, one of the findings highlights the type of information DCMC is able to bring to the source selection process. In this case, the modified preaward interviews found that one of the offerors was expected to move several months into the performance of the contract.

Using this approach, DCMC provided an accurate and thorough past performance assessment using existing evaluation tools with a minimal commitment of financial and personnel resources. This allowed DCMC to tailor its supper to the size of the program while still permitting a good assessment of past performance.

4. **T-700** ENGINE "

ACQUISITION SCENARIO: **Production, sole source, large dollar value.**

ORGANIZATION SUPPORTED: Army Aviation and Troop Command (ATCOM)

EARLY CAS SUPPORT ORGANIZATION: DCMC GE, Lynn, Massachusetts

SUPPORT PROVIDED: Full time functional support of Integrated Should Cost Team. Supported RFP development through negotiations and contract award.

SUMMARY:

The Army Aviation and Troop Command (ATCOM) assembled a Should Cost Team to evaluate and negotiate GE's $822 million proposal for a multi-year contract for up to 1,275 T-700 series aircraft engines. The T-700 is used in a variety of helicopters, including the Blackhawk, Sea Hawk, Apache and Super Cobra. This procurement was sole-sourced to General Electric Aircraft Engines.

The RFP required GE to propose prices as a single year contract with options and as a multi-year buy; therefore, it had to be evaluated under both scenarios. Given the sole-source environment and the high dollar value of the procurement, ATCOM decided a Should Cost Team would evaluate and negotiate the proposal. Since DCMC GE had already assisted in developing the RFP and Statement of Work (SOW), in the spirit of Early CAS, they offered to become partners on the Should Cost Team. After careful evaluation, ATCOM agreed to make DCMC and DCAA fulltime members of the team. Roughly half of the team was comprised of DCMC/DCAA people.

Traditionally, ATCOM would independently develop the RFP and conduct negotiations with minor DCMC support. Former Should Cost Teams also had a few part-time DCMC members to assist solely in proposal evaluation. This time Contract Administration Service (CAS) expertise was provided in RFP preparation, generation of the SOW, proposal evaluation, establishing the government's negotiation positions, briefing ATCOM upper management, writing pre- and post-negotiation memoranda, and face-to-face negotiations of price, terms and conditions. The teaming of pre-award and post-award expertise resulted in the negotiation of an 18 percent savings (more than $150 million). **Also, data requirements were slashed by 40 percent, terms and conditions were simplified and the warranty language was clarified. The team completed the T-700 evaluation and negotiation in six months. The traditional approach took 9-12 months from proposal receipt to contract award.** Other benefits were that DCMC and DCAA gained valuable knowledge regarding the true needs of the customer by observing first hand how the buying command uses evaluations and audits. As a result, DCMC/DCAA quality will improve and ATCOM will use DCMC in an enhanced role in future acquisitions.

As a result of the efforts, Major General John S. Cowings, commander, ATCOM, wrote to DLA. He said that "the benefit that this cooperative participation provided cannot be overstated. The DCMC/DCAA team members assisted in refuting many of the contractor's arguments at the negotiation table, utilizing the knowledge which can only come from living with the contractor's operations on a day-to-day basis. I strongly endorse the cooperative method utilized for the acquisition and can assure you that ATCOM will continue to work with the DCMC and DCAA to ensure that subsequent acquisitions are handled in a similarly cooperative manner."

5. **LIGHT AIRBORNE MULTIPURPOSE SYSTEM (LAMPS) Mk III ALPHA CONTRACTING**

ACQUISITION SCENARIO: Engineering and Manufacturing Development Sole Source, Large Dollar Value

ORGANIZATION SUPPORTED: Naval Air Systems Command (NAVAIR)

EARLY CAS SUPPORT ORGANIZATION: DCMC Loral (IBM), Oswego, NY

SUPPORT PROVIDED: Supported integrated sole-source "ALPHA Acquisition" team from RFP and SOW development through contract negotiations and award.

SUMMARY:

The Navy's Light Airborne Multipurpose System (LAMPS) Mk III Block II Helicopter program is a major four-year engineering and manufacturing development effort. Alpha Contracting is a NAVAIR initiative to streamline acquisition by instituting early teaming between DCMC, DCAA, the Naval Supply Systems command's Price Fighter Detachment, itself and key contractors.

Alpha Contracting on the LAMPS Block II brought together the technical and contracting skills of NAVAIR, the DCMC offices at IBM and Sikorsky Aircraft, and the DCAA offices at these locations. The integrated government team drafted the Block II statement of work, agreed on proposed contract terms and conditions, established the program schedule, prepared the RFP, evaluated the contractor's proposals, and performed negotiations.

The Government team and the contractor worked together prior to issuance of the final RFP to better ensure a clear understanding of requirements. This early communication centered on both technical and contracting issues. Technical discussions ensured that requirements were compatible with contractor processes and resulted in a jointly-finalized SOW based on WBS format. This provided a key benefit by locking in the SOW and specification early, allowing pricing to be task specific. Contracting discussions included, among other things, advanced discussions on contract terms and conditions.

Joint proposal evaluation and negotiation teams eliminated the historically sequential nature of the proposal review and negotiation process. Proposals were written, audited, and negotiated concurrently versus sequentially. Team members reviewed the contractor's proposal as sections became available, instead of waiting for a formal submittal. Review efforts were completed, results compiled, and consolidated positions developed in parallel to the contractor's proposal evaluation process. Throughout proposal submission and review, technical coordination was resident in the NAVAIR class desk and only that one individual was allowed to communicate with the contractor regarding technical issues. This discipline in the system was essential to the team's success. In evaluating the contractor's proposal, common data collection techniques, databases and spreadsheets were developed and used by all team members. Common report formats were used to minimize duplication of effort and facilitate communications.

Effective teaming, both among government participants and with principal contractors, was key to the success of the endeavor. In addition to those teaming attributes described above, essential elements included:

✓ Early involvement of all stakeholders;
✓ Up front and visible top management support and commitment
✓ Team members dedicated to the success of the program and empowered to make it work;
✓ Honesty and integrity of all parties involved (leaving old adversarial relationships behind).

The results of this effort were noteworthy. The LAMPS Mk III Block II contract was awarded using only pen and ink changes to the RFP. Historically, **the total contracting cycle from RFP release through proposal submission and evaluation through contract award for this type of procurement takes well over 300 days. With ALPHA Contracting, LAMPS Mk III Block II cycle time was reduced to 108 days.** Of this cycle-time, only 73 days were required from receipt of proposals to award.

6. JOINT STANDOFF WEAPON SYSTEM (JSOW) AIR FORCE INTEGRATION STUDIES ALPHA CONTRACTING
ACQUISITION SCENARIO: Engineering Risk Reduction Study, Sole Source, Small Dollar Value
ORGANIZATION SUPPORTED: Naval Air Systems Command (NAVAIR)
EARLY CAS SUPPORT ORGANIZATION: DCMC Texas Instruments
SUPPORT PROVIDED: Supported integrated sole source ALPHA Acquisition team from RFP and SOW development through contract negotiations and award.
SUMMARY:

DCMC Texas Instruments teamed with NAVAIR, DCAA, and Texas Instruments to drastically streamline the acquisition of the JSOW Air Force Integration effort (risk reduction studies to integrate the JSOW baseline vehicle onto the F-16C/D and B-1B aircraft). As a full member of the integrated ALPHA contracting team, DCMC TI helped develop the statement of work, review the contractors proposal, and negotiate the contract. Both NAVAIR and the contractor credited the DCMC's support as crucial to the successful teaming effort which:

✓ **Dramatically reduced procurement cycle time (65 days from RFP release to contract award, versus the typical 180+ days for this type of procurement);**
✓ **Saved both the government and TI significant costs (largely by compressing the procurement timeline and reducing attendant overhead requirements).**

7. DEFENSE GENERAL SUPPLY CENTER CORPORATE CONTRACTING (BUY RESPONSE VICE INVENTORY) WITH BELL HELICOPTER
ACQUISITION SCENARIO: **Parts Procurement, Sole Source**
ORGANIZATION SUPPORTED: Defense General Supply Center (DGSC)
EARLY CAS SUPPORT ORGANIZATION: DCMC Bell Helicopter
SUPPORT PROVIDED: Helped initiate and facilitate DGSC's use of Bell Helicopter's commercial supply, distribution, and service network versus inventorying the parts themselves.
SUMMARY:

DGSC, one of four DLA hardware centers, is responsible for acquiring a wide range of commodities, including helicopter readiness items. Recently, DCMC and DGSC began a cooperative initiative to reduce supply and distribution costs and cycle times for helicopter parts. Historically, DGSC purchased and sent both military unique and commercial-type commodities to the DoD depot system.

Approximately 80 percent of Bell Helicopter parts acquired by DGSC are substantially similar to those provided by Bell for their Commercial market. DCMC Bell was familiar with the company's military and commercial practices as well as DGSC's interests in improving responsiveness and reducing inventory investments. The DCMC recommended that DGSC use the company's commercial supply, distribution,, and service network rather than inventory the parts themselves. The DCMC served as a facilitator between Bell and DGSC in formulating the contracting arrangements. The helicopter parts support contract was awarded by DGSC.

8. PILOT PROGRAM FOR DCMC NEGOTIATION
ACQUISITION SCENARIO: Parts Procurement, Sole Source
ORGANIZATION SUPPORTED: Defense General Supply Center (DGSC)
EARLY CAS SUPPORT ORGANIZATION: DCMC Sikorsky
SUPPORT PROVIDED: Supported DGSC pilot program using DCMC personnel to negotiate sole source helicopter parts buys
SUMMARY:

DGSC recently initiated a pilot program with DCMC Sikorsky to process sole source buys. The goal of this effort is to gain additional operating efficiencies by leveraging DCMC expertise regarding contractors' pricing structures and manufacturing/production processes. Under the pilot concept, DCMC personnel (resident with the contractor) assist buyers by receiving proposals, evaluating offers, performing price analysis, establishing pre-negotiation objectives and preparing price negotiation memoranda.

With four months of pilot program experience completed, DGSC officials expressed their satisfaction with the results and are exploring similar arrangements with DCMCs Boeing Helicopter, McDonnell Douglas, and Northrop Grumman.

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